DOCUMENT RESUME

ED 033 095 SP 003 260

By-Hunt, James R.

Hawaii Department of Education. Historical Development and Outlook.

Council of Chief State School Officers, Washington, D.C.

Pub Date 69

Note-29p.; Reprint from Education in the States: Historical Development and Outlook, Washington, D. C.: Council of Chief State School Officers, 1969.

Available from-Publications-Sales Section, National Education Association, 1201 16th St., N.W., Washington, D.C. 20036 (Stock No. 381-11904, $1.00)

EDRS Price MF-$0.25 HC Not Available from EDRS.

Descriptors-*Administrative Organization, *Educational History, *Educational Legislation, *State Departments of Education, *State School District Relationship

Identifiers-Hawaii

In tracing the educational history of Hawaii from the days of the monarchy up to the present time, the uniqueness of the state is stressed in terms of (1) its highly centralized (and therefore simplified) administration and control of the schools and (2) its provision of "a high degree of equal opportunity for education and an integration that has not been achieved by any of the other states. . . . The accomplishments of the various administrators under the monarchy, of the 18 territorial superintendents of education, and of the five superintendents since Hawaii achieved statehood" are reviewed followed by a brief summary of the current organizational structure and direction of the State Department of Education. Particular attention is given to matters related to educational legislation. (Related to ED 031 461.) (Author/JS)

EDO 33095

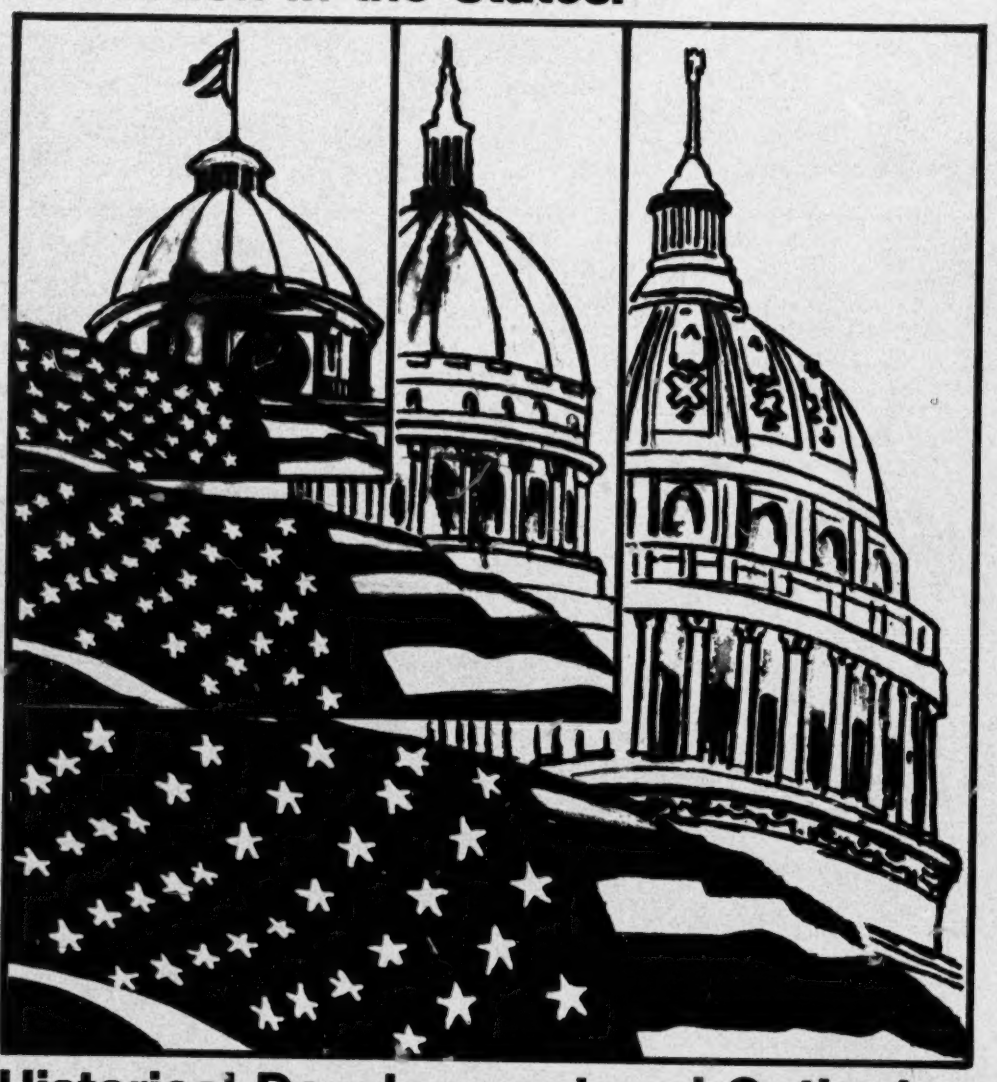
PROCESS WITH MICROFICHE AND PUBLISHER'S PRICES. MICRO-FICHE REPRODUCTION ONLY.

Hawaii DEPARTMENT OF EDUCATION

James R. Hunt

Reprinted from:

Education in the States:



Historical Development and Outlook

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

SP00 3260

A project of the Council of Chief State School Officers

Published by
NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

Permission to reproduce this copyrighted work has been granted to the Educational Resources Information Center (ERIC) and to the organization operating under contract with the Office of Education to reproduce documents included in the ERIC system by means of microfiche only, but this right is not conferred to any users of the microfiche received from the ERIC Document Reproduction Service. Further reproduction of any part requires permission of the copyright owner.

Copyright © 1969
Council of Chief State School Officers

Copyright is claimed until 1972. Thereafter all portions of this work covered by this copyright will be in the public domain.

Library of Congress Catalog Card Number 70-81973

The research by the Council of Chief State School Officers reported herein was performed pursuant to Contract No. OEC-2-6-000991-0686 with the U.S. Department of Health, Education, and Welfare, Office of Education.

PROCESS WITH MICROFICHE AND PUBLISHER'S PRICES. MICROFICHE REPRODUCTION ONLY.

For information about the unique reference from which this booklet is reprinted, *Education in the States: Historical Development and Outlook,* and its companion volume, *Education in the States: Nationwide Development Since 1900,* see the back cover.

Additional copies of this reprint are available at $1 each with quantity discounts of 10% for 2-9 copies and 20% for 10 or more copies. Payment must accompany orders for $2 or less. Shipping and handling charges are added to billed orders. Order from Publications-Sales Section, National Education Association, 1201 Sixteenth Street, N.W., Washington, D.C. 20036. When ordering please give stock number 381-11904.

Contents

INTRODUCTION 291
THE MONARCHICAL PERIOD 291
Beginnings of Public Education 291
THE SUPERINTENDENCY 293
Period of Transition, 1865 to 1894 296
THE INTERIM OF THE REPUBLIC 297
THE TERRITORIAL PERIOD 298
Post-World War II 302
STATEHOOD 303
SUMMARY, 1968 304
Board of Education 305
District School Advisory Councils 305
Library Advisory Commissions 305
The Future 305

FOOTNOTES 305
BIBLIOGRAPHY 307
APPENDIX A–HAWAII CHIEF STATE SCHOOL OFFICERS 308
APPENDIX B–ORGANIZATION CHART 309
APPENDIX C–TABLE 310
APPENDIX D–ORGANIC ACT OF 1846 312
APPENDIX E–CONSTITUTION, STATE OF HAWAII, ARTICLE IX 314
APPENDIX F–HAWAII STATE GOVERNMENT REORGANIZATION ACT OF 1959, ACT I 315

INTRODUCTION

A brief history of education in Hawaii is a formidable task. In any consideration of Hawaii's educational history, one must trace its centralization from the days of the monarchy to the present, when Hawaii is a sovereign state of the United States of America. The approach taken in this paper has been to review the accomplishments of the various administrators under the monarchy, the 18 territorial superintendents of education, and the 5 superintendents since Hawaii achieved statehood (see Appendix A). In some cases, the acting superintendents have been included when they continued an administration's policies so that they are essentially and historically one.

THE MONARCHICAL PERIOD

Beginnings of Public Education

Christian missionaries initiated in 1820 the first attempts to bring formal education to the people of Hawaii. The missionaries possessed an unbounded zeal for education, the primary goal of which, they believed, was to serve God. They worked diligently and produced the first textbook with a Hawaiian alphabet in 1822. "Four years later, there were 400 native teachers, and by 1830, one third of the population was enrolled in schools" (1). Formal public education in Hawaii in terms of codified law had been launched.

The period from 1820 to 1840 was one of a loosely organized school system operated by the missionaries, but none the less a school system. After much development and refinement, it provided the basis for the statewide school system. Hawaii is and has been unique, and it follows that its institutions are and have been unique. Thus, the central administering of schools in the entire kingdom was the result "of the slow building upon foundations already laid by the American Protestant missionaries" (2).

The islands of Hawaii have been a monarchy, a republic, a territory, and a state, each with a highly centralized form of government. Formal educational policies and practices were directed and disseminated from the central hub of government. Although local educationists have influenced the central authority, the existence of a highly centralized administration of schools and the educational enterprise is a basic consideration in understanding the uniqueness of educational institutions in Hawaii.

The fact of central administration and control did not diminish the growth and development of democratic education in Hawaii. In fact, it created a school system which provides a high degree of equal opportunity for education and an integration that has not been achieved by any of the other states. While local educational interests are indistinct at one period of educational history and quite distinct at another, no attempt has been made to separate state issues from local issues because the constitution was adopted many decades later. Before 1840, all laws, including school laws, were enacted somewhat informally in the main by the missionaries and ruling chiefs. The king and the nobles enacted the *fundamental law* of Hawaii, but these were not formally codified. The first laws printed in the Hawaiian language appeared in 1822 and related to the harbor of Honolulu. Other laws, relating to murder, theft, and other crimes, were published in 1824.

The period from 1840 to 1845 saw the beginning of formal public education in Hawaii in terms of codified laws. In October 1840, King Kamehameha III enacted the first public school laws. The previous year, on June 7, the king and nobles approved a general law which included a section on schools under the title of "The Business of Females," but this law was simply an expression that it was the business of females to teach children to read, understand, and write, and to teach other subjects to guide children in good behavior. This expression was later incorporated into the law as reenacted in November 1840 as follows:

> This is the appropriate business of all the females of these islands; to teach the children to read, cipher, and write, and other branches of learnings, to subject the children to good parental and school laws, to guide the children to right behavior, and place them in schools, that they may do better than their parents. But if the parents do not understand reading, then let them commit the instruction of their children to those who do understand it, and let the parents support the teacher, inasmuch as they feel an interest in their children, let them feel an

> interest in the teacher too. But if any woman do not conduct according to the requirements of this section, then let her return to the labor of her landlord as in former times, to such labor however as is appropriate to women. The tax officers will look to and manage this business (3).

The missionaries, in a further effort to give a firmer base to education, urged the king to adopt a constitution for the kingdom. This would not only provide the foundation for a stabilized political society, but would include educational laws as part of the social and political framework. The first public school laws of October 1840, which followed the Constitution of 1840, imposed compulsory attendance on all children through the age of 14 years. This provided the basis for a modern statewide school system—an American school system established long before many existed on the mainland. An "extraordinary feature of the Hawaiian educational plan is that in a land far removed in the Pacific it did become typically American and the transformation was achieved even before the islands themselves became American soil" (4).

The public school laws of 1840 further provided that a school was to be established in any village where there were 15 or more children. "Each community was to select a school committee of three, which would act with the local missionary—interpreted by officials as Protestant—and the tax collector in the selection of a suitable teacher" (5). The committee was given the authority to set the teachers' salaries and establish the tax in the community to support the school. Land was to be set aside, and the teachers and parents would work this land to meet the taxes required. "Parents failing to meet their obligations were to be fined. Attendance was made compulsory for children from four to fourteen years of age. Dismissal of a teacher was the prerogative of the school committee and the missionary" (6).

The public school law enacted in May 1841 repealed the provisions of the school laws enacted in October 1840, preserving some of the original sections but rewriting others. For instance, the law continued to require villages with 15 or more children to procure a teacher and inaugurate a school. If there were less than 15 children in the village, the law required their fathers to unite with another company nearby.

To select the teacher for a school the parents of a village were to choose a committee of three from their number. The law was not definite as to how many teachers would be selected, stating that if there were but "few" children, there would be one; if "more," then two teachers; and if the children were "numerous," there should be three or more teachers as the committee "should think best."

The committee was responsible for negotiating with the teacher the wages to be paid. The teacher could be given land instead of wages or to supplement his wages, but he was to have use of it only as long as he remained on the job. When he ceased to serve as teacher, the land reverted to the government. If he did receive additional support, it was to be paid from the yearly tax, but not from the poll tax.

The 1841 law further provided for the Legislature to appoint annually "certain men of intelligence" as general school agents, one for Hawaii, one for Maui, one for Molokai, one for Oahu, one for Kauai ,and one superintendent of the whole. It was the general school agent's responsibility to certify the teachers. The criteria were specified as follows:

> Furthermore, it shall not be proper for the general school agent to give the teacher's certificate to ignorant persons, nor to persons known to be vicious or immoral. If a man can read, write and understands geography and arithmetic, and is a quiet and moral man, and desires a teacher's certificate, it shall be the duty of the school agent to give him one, and not refuse (7).

Comparing the 1840 and 1841 laws, Wist says that "the word 'missionary' was replaced by the word 'school agent.' Employment and dismissal of teachers were hereafter to be the responsibility of the school committee and the school agent. Teachers' certificates were to be issued by the agent instead of by Lahainaluna" (8).

The role and responsibility of the school agent was in a very real way the forerunner of the inspector general of the schools and the district superintendents, who were to appear later. Amendments made to the basic school laws in 1842 restated the philosophy of the kingdom regarding education:

> In the estimation of the Nobles and of the Representative Body, schools for the instruction of children in letters are of vast importance. We are firmly determined to give protection to the schools, and also to teachers of good character, and also to treat with great severity all those who oppose schools, or throw hindrances in the way of that business (9).

These amendments gave the school agents additional authority in securing land and regulating the schools, and exhorted that more care be given to administering the school laws of 1841.

These first school laws laid the basis for a superintendent of schools who was to become both the state and local authority. A system of public education had been established in the kingdom that permitted the community to support two types of common schools: one for Protestant children and one for Catholic children.

Actually, when supervision did exist in a school, it was provided somewhat extralegally by the Protestant missionary or the Catholic priest. Besides the three R's, the curriculum included geography and considerable time for religious instruction. The schoolhouses generally were ordinary grass huts, with little or no equipment, and the pupils sat on mats spread over the earthen floor. The tools of learning consisted of a small number of slates and a few books from the mission press (10).

THE SUPERINTENDENCY

In May 1841, under an amendment to the school laws passed the previous year, the Legislature appointed David Malo school agent for Maui and superintendent for the kingdom. A colorful and versatile Hawaiian, Malo was the first to serve as head of the central educational authority. Although he proved to be an excellent school agent and brought about rapid improvement in the schools of Maui, his leadership as a general superintendent was not conspicuous. The school laws gave him "little opportunity for service beyond receiving reports from other agents and making reports annually to the legislature" (11).

By 1842, the school system had been shaped by additional laws. In conjunction with the previous laws, it had established certain basic characteristics, such as the concept of universal education as essential to the well-being of the state, the right of government to legislate for local school organization, and a tax structure to support education. The system acknowledged the right of the state to appoint educational officers and parental responsibility for educating their children. It provided for overall state and district control and supervision of schools. The school system required compulsory school attendance for children. At the same time, it asserted the right of the state to certificate teachers and the right of the state to require an accounting for the educational program. It also acknowledged the right of the state to punish those who do not comply with educational laws, and defined education as a requirement for marriage and holding certain public offices.

The Organic Law, passed in October 1845, established the minister of public instruction as one of five major departments of government. William Richards, who held this position for only 1 year due to his untimely death, was the first appointed to the position. In the first annual report, read before His Majesty to the Hawaiian Legislature, August 1, 1846, Richards summarized the educational effort from 1822 to August 1, 1846. The following chart shows the number of students out of the total population who were enrolled in the schools, although Richards admitted it was based on imperfect returns.

Islands	Learners	Writing	Reading	Arithmetic	Geography
Hawaii	6,319	3,312	1,517	2,926	1,537
Maui	4,897	2,587	1,234	2,287	1,004
Oahu	2,974	1,761	793	1,513	788
Kauai	1,203	625	350	642	317
Total	15,393	3,285	3,894	7,368	3,666

In the various Catholic schools throughout the islands, according to returns furnished by the Reverend Abbé Maigret, there were 1,800 readers, 1,000 additional learners, and 600 enrolled not attending school, making in the whole 3,400 (12).

In his report to the king the following year, 1847, Richards pointed to the Organic Act of 1846, which took effect the previous September and organized the department (see Appendix D). The act conferred on the minister of public instruction the power to administer oaths and to "superintend the moral and intellectual well being of all who reside within the jurisdiction of this kingdom, and in an especial manner of all children within the age of legal majority" (13). He was appointed the guardian and protector of the youth and pupils attending the legalized schools, and charged with seeing that they enjoyed all of the privileges under the laws. He also was made responsible for seeing that parents and guardians performed certain duties prescribed in regard to education and good morals. He was to inform those guilty of improprieties set forth in the law that they might be punished as prescribed by the criminal code.

The Organic Act specifically forbade the minister from interfering in the religious beliefs or mode of Christian worship of individuals in the kingdom. He was directed to avoid official interference with the parents or guardians in relation to the doctrinal opinions of the children. He could not show "official partiality towards one denomination of Christians to the prejudice of another in the conferring of offices or of licenses to teach" (14). However, Section VI stated:

> The religion of our Lord and Saviour Jesus Christ shall continue to be the established national religion of the Hawaiian Islands. The laws of Kamehameha III, orally proclaimed, abolishing all idol worship and ancient heathenish customs are hereby continued in force, and said worship and customs are forbidden to be practiced in this kingdom upon the pains and penalties to be prescribed in the criminal code (15).

Chapter III of the Organic Act provided for dividing the Hawaiian Islands into school districts and for the appointment of general district superintendents, and it established certification of teachers by these district superintendents. The minister of public instruction was to recommend to His Majesty an individual for appointment as a general superintendent of schools. It further provided for 24 subagents to supervise the public and private schools. Parents were to participate in the selection of the subagents by making their wishes known to the minister of public instruction, who was directed to consider them (16).

The section of the Organic Act dealing with certification of teachers was the first legal provision for certification of teachers in Hawaii. The law empowered the superintendents to license teachers within their districts, after they had been examined on the principles and branches of education, and according to the rules established by the council. But the law conferred on the minister of public

instruction the power to disallow the licenses for good cause, and to order them revoked. Section IV of the law gave the precise form to be followed:

TEACHER'S CERTIFICATE

Island of _____
District No. ____ Hawaiian Islands.

_____ having exhibited evidence of good moral character, and having been duly examined and found to be versed in the rudiments of general education, and particularly versed in (here insert the particular branches in which he is versed) I do hereby license him to teach any of said branches of education within this district so long as he conforms to the requirements of the law and observes the general rules laid down by the minister of public instruction.

Given under my hand this__day of__, 18_

_____,
General superintendent for the district No._ (17).

Since this law was so detailed and was to provide legal precedents for education in years to come, the remaining sections, dealing with finances, school building (repair and maintenance), and supervision, are included in Appendix D.

In reviewing the administration of the law in his annual report of 1847, Richards pointed out that the general superintendents had appointed their subagents, according to law, and the schools had been "organized under the direction of these agents and under newly licensed teachers" (18). He reported the enrollment of students, divided as follows: Hawaii, 6,805; Maui, 5,308; Molokai, 1,243; Oahu, 3,790; Kauai, 1,401; Niihau, 47. Total expenses for operating the schools (including schoolhouses) from April 1846 to the end of April 1847 amounted to $40,000.

Richards ended his 1847 report by summarizing his views on education:

> Schools constitute one of the great instrumentalities in raising up the people. All enlightened nations now take this view of the subject. So great importance do they attach to the subject that committees are appointed in one nation to visit another and report the improvements made. The amount of property expended in support of the schools is immense: in the State of Massachusetts there is annually expended more than a million dollars for education. . . . In the State of New York, the amount is much more than this.
>
> We may, therefore, rest assured, that in our exertions to improve, multiply and support schools, we are but imitating the example of all enlightened nations (19).

William Richards died in November 1847, and Keoni Ana (John Young, Jr.) became the acting minister of public instruction the following April. Another missionary, Richard Armstrong, who had assisted Keoni Ana, accepted appointement as the new minister in May 1848. In his report in 1850 to the Hawaiian Legislative Council, he asserted that it was important that the head of the department be neutral and "have as little to do as possible, with the general politics of the nation, standing aloof from party strife, should any exist, and devoting his whole time to the one great, good, and noble cause of moral, physical, and intellectual education" (20).

Armstrong reported that in 1849 the Hawaiian school system cost $21,989. Each teacher taught an average of 164 days for an average salary of $31.57, or an average daily wage of slightly over 13¢. "Computing from the same data the average cost of education of each scholar in the common schools was $1.37-1/2 for the year 1849" (21). This amounted to about 8 mills per day for teaching 15,620 native children in the common schools. (See Appendix C for costs of education from 1846 to 1967.)

Armstrong was particularly pleased with the efforts to connect manual labor with the schools. For instance, he pointed out to the legislators that a coffee planter on Kauai, G. Rhodes, Esq., had expressed his gratitude for the minister's request to employ schoolchildren in the gathering of coffee. A letter from Rhodes, dated December 17, 1849, stated that these children had been employed for several hours each day, and had earned a considerable sum of money, which he divided equally among them. Rhodes was particularly pleased that due to the employment of the children, the old coffee pickers, who had struck for higher wages, had all returned (22).

Armstrong continued to encourage this combination of labor and scholarship. He focused on the advantages of this program in his addresses to parents, in instructions to both superintendents and teachers, and in talking to students. Premiums were granted to the most deserving scholars.

The program worked extremely well. In the high schools at Lahainaluna, Hilo, and Waioli, Kauai, and Kohala, students devoted time to labor, thus earning a large portion of their support. Armstrong's pride in the program was evident. When an epidemic of measles, whooping cough, and influenza struck, killing many people, the minister credited the lack of deaths in the schools to the regular daily labor, wholesome food, and rugged constitutions of these students.

Armstrong admitted, however, that the task of inculcating industrious habits in native children was slow and difficult. Unfortunately, the parents did not appreciate industry, and training their children in love of labor proved doubly difficult and necessarily slow. He added, however, that he did not feel discouraged, as his greatest interest was in this field, and he was convinced that, with the help of God, he would persevere (23).

When Richard Armstrong took the census in January 1849 and 1850, he listed the total population of the Islands as 84,165. He stated that "the sum total of the population in January 1849 was 3,861 less than in January 1850" (24).

Armstrong reported in May 1851 that instruction in the Islands was still in the Hawaiian language. But he was responsible for introducing English as the medium of instruction in public education. English schools were established in 1854 under an act of August 10, 1854. Armstrong spoke with pride of the new era in Hawaii's educational history. He was confident that the introduction of the English language to the native race would be one of the distinguishing glories of His Majesty's reign. He reported that "the progress of English schools, under the new Act, has been quite equal if not greater, than the highest expectations of its friends . . . " (25).

In 1855, the ministry of education was abolished and the Board of Education established as the governing body. A Reorganization Act of 1855 gave the Board of Education complete responsibility for the Hawaiian Department of Public Instruction. The act designated the minister of the interior as the chief official through whom reports were to be made to the Legislature and placed education in a subordinate position to other governmental functions. The new board was to be composed of three members–a president and two directors. Richard Armstrong was appointed president of the board, which was to make its own bylaws under its own authority. The powers formerly given to the minister of public instruction and certain powers of the district superintendent were conferred on the new department. The board also was granted the right to fix the salaries of the superintendents, which had formerly been the right of the Legislature.

The Reorganization Act of 1855 set new precedents for education in Hawaii. It separated education from other functions of government, and it established the Board of Education and gave it certain responsibilities that had been vested in the Legislature and to subordinate officials in education. The act provided for a dual board and overall superintendents. One danger inherent in the new organizational structure was that it did not always guarantee professional leadership in the presidency of the board.

In particular, the Reorganization Act empowered the president of the board to report the department's actions to the Legislature each year, through the minister of interior. He was responsible for keeping an office of business at the seat of government, signing all official documents of the board, and employing a clerk. The president promoted the interests of education and morality in the Islands and the general objects of the department (26).

Four years after passing the Reorganization Act, in 1859, the Legislature again made important changes in the codified laws. For one thing, the Legislature itself assumed the right to determine the content of curriculum and took a step toward establishing secondary schools. The codification of the laws in 1859 also included the first codification of education laws. Although previous education laws were repealed, the Legislature provided for most of them to be reenacted, including the administrative reorganization accomplished by the Reorganization Act of 1855.

By 1856, 10,076 scholars were attending the Hawaiian schools. The new Board of Education entered at once upon its duties, held weekly meetings, and, according to Armstrong, "imposed no trifling task upon my colleagues, who are sufficiently burdened by the cares of their respective departments" (27). For one thing, the department expected to begin immediate publication of *Hae Hawaii (Hawaiian Banner)*"devoted to news, politics, moral literature and especially to agriculture" (28), but this was delayed until March 1856.

Armstrong, who continued in the office as minister of education and president of the Board of Education until 1860, earned the title of "Father of American Education in Hawaii." His 12 years of service ended with his death in September 1860.

King Kamehameha V, who had been a member of the three-man Board of Education since its origin in 1855, appointed his father, Mataio Kekuanaoa, as the new president of the Board of Education. Although a man of character and ability, he was an unfortunate choice. Kekuanaoa was handicapped in dealing with the issues because he knew little English, and the pro-British king was able to dominate the board. The lack of professional leadership hindered progress in the public schools (29).

Four years after assuming office, Kekuanaoa advocated that the Legislature establish an inspector general for the school system, who would also serve as chief clerk to the Department of Public Instruction. Kekuanaoa's plan called for this officer to be a practical person, well acquainted with the public schools, who would personally inspect the schools throughout the kingdom. He would assume the president's duties, such as examining teachers, and recommend for certification those whose qualifications met the standard required by the board. In other words, the inspector general of schools would superintend the system under the direction of the Board of Education. The board would remain the same: a president and two honorary members, appointed by the king (30).

This request, and a general realization that the system needed stronger leadership, resulted in the passage of the Reorganization Act of 1865. This act created a Bureau of Public Instruction in place of the Department of Public Instruction, increased the Board of Education from three to five members, reorganized school districts to correspond to taxation divisions, and empowered the Board of Education to appoint a school agent for each district. However, the most important feature of the act permitted the appointment of a professional educator as inspector general of schools.

Kekuanaoa remained as president of the board for 3 more years, but in 1865, Abraham Fornander was appointed as the first inspector general of schools. Fornander, an excellent historian and journalist, did not have the qualifications to be a professional educator. The result was vacillation and little progress. A reformatory school was established at Kapalama, and by 1868, 51 boys and 4 girls had attended.

Period of Transition, 1865 to 1894

The period from 1865 to 1894 was a transitional period in which Hawaii's education system established precedents which made it a truly American system.

In 1869, William P. Kamakau succeeded Kekuanaoa as president of the board, and the board appointed H. Rexford Hitchcock to the position of inspector general of schools. After little progress, Kamakau was replaced by Charles R. Bishop as president of the board in 1872. Bishop, a man imbued with ideals of service, believed in Hawaii and in public education as a means of promoting its social and economic welfare. He held the confidence of both the native Hawaiian and the leading industrialists. While not belonging to the missionary group, he was in no way inimical to its purposes.

Hitchcock was an educator, primarily interested in the improvement of the public school program. In his first official act, he thoroughly investigated the educational system and reported some glaring deficiencies. Particularly, he attacked the inefficiency of the school personnel and the resulting weakness in classroom procedures. He issued a manual of directions to the staff and revived the conventions of Armstrong's time to improve the background and instructional methods of teachers. Under the leadership of these two men, Bishop and Hitchcock, public education in Hawaii, so ably planned and begun by Richard Armstrong, again took on new life (31).

When Hitchcock accepted the principalship of Lahainaluna in 1877, D. Dwight Baldwin, an Island-born educator, succeeded him as inspector general. Like Hitchcock, he deplored the incompetency of the teachers and the difficulties in recruiting able ones, poor attendance, the inadequate supervision, and the indifference of parents—factors which had virtually doomed the manual labor program. He was particularly interested in improving the program of work in the public schools and Americanizing the entire program.

Baldwin visited the United States to familiarize himself with modern educational practices. He substituted American textbooks for those published by the Board of Education in Hawaii. As English became more and more the basic school language, American books naturally replaced the materials in Hawaiian. And during the 1880's, the people began to develop a greater appreciation of the importance of education.

Unfortunately, in 1883, Charles R. Bishop was forced to resign from the Board of Education by political pressures, and the education system again began to lag. He returned as president 4 years later at the same time Alatau T. Atkinson, the former principal of St. Albans College and editor of the *Honolulu Star*, became inspector general. Atkinson proved to be an excellent organizer, and he and Bishop began bringing order to the schools.

In 1887, the Hawaiian system was legally set up with some similarity to American patterns. The law established a lay board of five members, selected at large. The board members, who were to serve without pay, were charged with the responsibility for setting policy and employing an executive officer as the professional head of the system.

By 1890, the Legislature had eliminated the tuition in the public English language schools. This was in part responsible for an increase of 1,236 pupils during the following 2 years, but it also resulted from better accommodations and the growth in number of children of school age (32).

One of the big problems still facing the schools was the shortage of able teachers, particularly in the English language. Bishop, as president of the board, pointed out in his report of 1890 that as English became more commonly used, the difficulties of learning it would diminish. But out of the many who would be fairly well educated in it, only a few would be competent and willing to teach. A knowledge that might well serve in the shop, plantation, or ranch would not be adequate for a teacher.

The work of the inspector had increased as the schools improved. The president's 1890 report included a plea for a deputy inspector. He stated:

> The improvement in the schools during the last two years is apparent to anyone having a knowledge of the facts, and is owing to several causes; better facilities for teaching in the new and well furnished schoolhouses; a larger proportion of competent teachers; and, I think, very largely, if not mainly, to the frequent visits and thorough work of the Inspector. At no time since the reorganization of the Bureau of Education in 1865, has the Inspector made so many visits to, and spent so large a part of his time in the schoolrooms.
>
> It is almost, if not quite impossible for one man to visit all the schools of the Kingdom twice in each year, and give the necessary attention to them. I am of the opinion that provision for a Deputy Inspector, so that the schools could be visited at least three times a year, either by the chief or the deputy, would be money wisely spent. The visits could be longer, and more time given to inspection of schools and of school property than is possible without such additional help (33).

The president of the Board of Education's 1892 biennial report was the last one made during the kingdom,

as political events sounded the death knell for the monarchy. The period from 1890 to 1900, one of the most dramatic periods in Hawaiian history, witnessed the overthrow of the monarchy in 1893 and the Islands' annexation as a territory by the United States 5 years later.

The precise American character of public education undoubtedly contributed to these events. The public school system had changed its instruction from the Hawaiian language to an almost complete adoption of English. American ideals in government, taught from the very beginning, eventually contributed to the annexation on August 12, 1898.

The Legislature reorganized the Board of Education by an act passed in January 1894, and the board was commissioned the following month. In its first report to the president and members of the executive and advisory councils of the Provisional Government of the Hawaiian Islands in 1894, the board noted that "pupils in both Government and Independent schools increased from 8,770 to 11,307" (34).

THE INTERIM OF THE REPUBLIC

During the existence of the republic–from January 17, 1893, when the Hawaiian monarchy came to an end, until President McKinley approved the Organic Act on April 30, 1900, which designated the Hawaiian Islands as a Territory–the basic educational system which had existed since 1865 continued. Its basic structure consisted of a board of control comprised of five appointed laymen who selected the professional executive officer and a centralized system subject to the board. There were, however, two significant changes. As a result of a provision in the Constitution of 1894, no public aid could be appropriated to sectarian or private schools after the end of 1895 (35). Second, the Legislature passed an act in 1896 placing the public schools under the direction of an executive department, with the minister of public instruction a member of the cabinet. It thus nullified that part of the reorganization of 1855 whereby the Department of Public Instruction had been made subordinate to the Department of the Interior.

It is not clear from the reports and other records why the republic restored education to its earlier status. Probably, the local leaders regarded this in accordance with American precedents. At any rate, as part of the cabinet, the Department of Public Instruction (re-created by the act) had intimate relations with the general government. The act did not provide for a separate official to serve as minister of public instruction; the minister of interior was given the new portfolio, ex officio, and served as president of the board, consisting of six commissioners of education appointed for 3-year terms. Henry E. Cooper served in the dual ministerial capacity from 1896 to 1899, followed by Ernest A. Mott-Smith (36).

Another important provision of the 1896 School Act was that English be the required language of instruction.

Francis M. Damon, the founder of Mills School, a private school, introduced the kindergarten movement to Hawaii in 1892, when he established the first one in connection with the Chinese Mission under his charge. While the kindergarten movement was not adopted by the public educational system at this time, it did influence the primary-grade program. Alatau T. Atkinson, inspector general of schools, reported in 1894 that "this is not carried on by the Board of Education, though many of the kindergarten methods are used in the primary rooms . . . . " He further stated that "it is a question at present whether the Board would be justified in using funds in this direction" (37).

Atkinson, who had replaced D. D. Baldwin as inspector general of schools in 1886, continued in this office until 1896. He was known as an educational formalist but also as a competent administrator. With the help of his associates, he revised the curriculum of the common schools but did not materially enrich the courses of study.

Henry S. Townsend succeeded Alatau Atkinson as inspector general of schools in 1896. Townsend, a man of bursting energies, was not always understood. Often referred to as Hawaii's first progressive educator, Townsend believed in education that was experience centered. Indeed, Townsend was ahead of his times and aroused the ire of his predecessor, who decried the reforms in his *Honolulu Star.* Nevertheless, Townsend's administration was responsible for such notable firsts as starting a periodical called *The Progressive Educator,* opening the first evening school in Honolulu, holding the first summer school for teachers (John Dewey was invited to conduct a session in 1899), and providing the schools a systemized course of study. There was increased attention to the various branches of vocational education and to art and music.

It was under Townsend's administration that a committee of 12, appointed by the National Education Association in 1895, studied the condition of rural schools. Its report prompted Townsend to request that five deputy inspector general positions be created to help supervise the 344 teachers "whose work ought to be inspected and supervised" (38).

On April 27, 1900, the Congress of the United States passed the Organic Act formally approving of Hawaii's status as a territory and containing the legal basis for this relationship. Section 27 stated "that there shall be a superintendent of public instruction who shall have the powers and perform the duties conferred upon and required of the minister of public instruction by the laws of Hawaii as amended by this Act, and subject to modification by the legislature" (39).

Townsend expected to be appointed the first superintendent of public instruction as soon as the territorial government was established. But Atkinson, who had a

considerable following among the businessmen and other nonteaching groups, was also eager for the appointment. The majority of the board found Townsend too advanced, and Atkinson stepped into the office.

THE TERRITORIAL PERIOD

Alatau Atkinson, the veteran Hawaiian educator now serving as superintendent of the public schools, was assisted by Thomas H. Gibson, the deputy superintendent, who received the title of inspector general of schools. Gibson's service to education dated back to the 1880's, and, like Atkinson, he well understood the need for improving the quality of teaching.

The reports of the superintendent and inspector general throw considerable light on the public school situation at the turn of the century. Atkinson cited the great need for better supervision of teaching and in one of his first acts established positions for three normal instructors. He assigned each to a supervisory district with the task of improving the quality of teaching. These were the forerunners of the supervising principals.

Atkinson also recommended a uniform salary schedule. This had been requested by previous administrators but had never been implemented. The Legislature adopted the uniform salary schedule, and Atkinson reported in 1902 that it had worked in a fairly satisfactory manner.

James C. Davis, ultraconservative and cautious, succeeded Atkinson on an interim basis in 1905, remaining less than a year before Winifred H. Babbitt replaced him as the new superintendent. In his first report, Babbitt noted that enrollment in the schools had increased by 1,828, for a total of 16,651. He also pointed to the congestion in new schoolhouses, advising that "the practice of building one and two room schools should be discouraged as far as practicable" (40). Babbitt urged adoption of a policy of consolidation "whereby several schools could be merged in one and the Department provide transportation" (41).

Babbitt also reported that there was a definite need for medical examination every 2 years because of the prevalence of sore eyes, skin diseases, and other physical defects in public school children. He is credited with the initial planning that led to the establishment of a state school for the blind and the deaf. At the same time, he inaugurated a policy of medical inspections in cooperation with the Board of Health.

Willis T. Pope, who succeeded Babbitt in 1910, found that during the period from 1908 to 1910, there was a great reduction in the more common diseases among public school children. Pope, who served as superintendent until 1913, was particularly concerned about the short supply of teachers, due mainly to the increase in public school enrollments.

In reviewing Pope's reports, his problems do not seem unlike those that beset superintendents of schools today. The normal school was unable to train sufficient teachers to meet the shortage, and recruitment trips to the mainland failed to supply the demand. Pope also was plagued with the necessity of using uncertificated teachers. Summer schools were devised to upgrade teachers but "there was little of professional emphasis in the courses pursued" (42).

Summer schools for teachers continued until 1922, when the normal school began its first collegiate summer session. Although Atkinson had appointed normal instructors to supervisory districts, it was Pope's administration that established the position of supervising principal. Principals of larger schools, centrally located, were designated as supervising principals. Modification of the original plan took place until 18 supervising principals were operating by 1912.

This expansion of supervising principals resulted in part because enrollment continued to increase rapidly during Pope's administration; in December 1912, public school enrollment reached 24,993, an increase of 4,738 over the 20,245 of December 31, 1910. The total school population –public and private–of the entire territory was 32,300, "or about 16% of the entire population," Pope reported, and "the last census taken (1910) gives the population of the territory as 191,909" (43). Pope's report for 1910-12 also mentioned, for the first time, a "cost of living" increase for teachers.

The inspector general of schools' title was shortened to inspector of schools in September 1910, replacing the normal inspectors instituted previously.

The duties and responsibilities of the supervising principals were prescribed in the Rules and Regulations published in 1911. Pope stated in his report that the schools are "pursuing a comparatively uniform system of instruction which makes the work of both pupils and teachers fare more satisfactory" (44) because of the supervision system.

Pope's administration was responsible for starting the *Hawaii Educational Review,* a territorial school journal published under the auspices of the Hawaii Education Association "for the comprehensive treatment of Hawaii's very creditable educational institutions and progress" (45).

Inspector of Schools Thomas Gibson followed Pope in 1913 as an interim appointment of 1 year. Henry Walsworth Kinney succeeded Gibson as the new superintendent of public instruction in 1914, shortly before the outbreak of World War I. The appointment of Kinney, a newspaper editor, was unusual, although he had been "one of the severest critics of public educational practices, using his newspaper to that end" (46). Despite his lack of professional experience, he went to work with a will. He made a valiant effort to purify the curriculum by emphasizing simplicity–the three R's. Kinney's educational philosophy was based on a complete understanding and mastery of the fundamental tools of learning.

Despite many mistakes, there were some notable beginnings during his tenure which have since become sound educational practice. For instance, he was interested in a supported development of school cafeterias. He prepared the citizens of Hawaii to accept the Smith-Hughes Act and its federal aid for vocational education. He made a definite place in the curriculum for shop and agricultural classes and gave his firm support to vocational education. He also recommended establishing a trade school.

Kinney established two new public high schools on Maui and Kauai and developed a bungalow style of building as a prototype of school building to relieve the shortage of classrooms. He introduced the practice of requiring teachers to first gain experience in rural schools before being appointed to teaching positions in Honolulu, a practice that endured until 1964. Kinney established a school for the deaf, dumb, and blind children, which also served as a school for mentally defectives. He also recommended transferring the responsibility for reform schools to an independent board. Kinney remained in office until 1919, when he was replaced by Vaughan MacCaughey, professor of botany and horticulture at the College of Hawaii. MacCaughey opposed the formalism characteristic of the Kinney regime which, except for Townsend's brief attempts, had marked Hawaiian education for many years. Although MacCaughey was an extreme liberal, he was not a progressive educator as we understand today. But Wist concludes that "the extreme, but disassociated and disorganized liberalism of the MacCaughey regime was in no small part necessary as a prelude to clearer thinking and more productive results later on" (47).

Superintendent MacCaughey immediately eliminated the examination-grading procedure instituted under Kinney and relaxed the letter-of-the-law interpretation of the regulatory provisions. He attempted to develop a new curriculum, but it failed somewhat because he did not take into consideration the teachers' lack of preparation for their new freedom. "Neither his training nor his experience had given him real insight into the purposes and workings of a dynamic school curriculum. His tendencies, however, were pragmatic, and he almost leaned over backwards in his zeal to be democratic" (48).

Perhaps the most significant event during MacCaughey's administration was the survey of the Hawaiian schools conducted by the Bureau of Education of the federal Department of the Interior. The results were published in 1920, and the major recommendations included lengthening the school day from 7 to 8 hours; abolishing all foreign language schools; appointing county boards of education; organizing junior high schools; providing better supervision of private schools (excluding foreign language schools); reorganizing the Territorial Normal School; and organizing kindergarten classes in every public school. These recommendations eventually had a definite impact on education in Hawaii.

Willard E. Givens succeeded Vaughan MacCaughey in 1923. Givens, the principal of Kamehameha Boys' School and former principal of McKinley High School, was primarily interested in the field of secondary education. His administration did, however, see notable developments in the retirement system and in the establishment of the so-called English standard schools.

In 1916, the Legislature had established provisions for an expanded and actuarially sound pension plan as the Hawaii Retirement System. As first established, however, it was not compulsory; its members were but a small portion of the total teachers, and the retirement allowance was very small. But this was a first step toward a more inclusive system. In 1926, it was made compulsory and applied not to teachers alone, but to all government employees. After a decade of work and pressure, the Legislature adopted a system that was nationally recognized as one of the best in the country (49).

The second development, the English standard schools, stemmed from the department's policy of designating certain schools as such where admission was based on a child's ability to use and to speak the English language. This was in part precipitated by the federal survey conducted in 1920 under the MacCaughey administration. One historian stated that "the suggestion made in the federal survey to segregate pupils in the public schools according to their ability to use English correctly reminded old timers of the effort made toward the close of the century to establish separate public schools for children of Chinese ancestry" (50).

The English standard schools existed until 1947, when the Department of Public Instruction decided to phase them out. From the time that Lincoln School became the first English standard school in 1928 until they were phased out in 1947, the schools of Hawaii had become completely integrated.

Givens' tenure as superintendent ended in 1925, and Will C. Crawford began one of the longest and most difficult administrations. The Depression struck Hawaii in 1929, along with the rest of the nation, and the birthrate in the Islands dropped drastically from 41.57 to 27.4 per thousand in Crawford's last year in office. Nevertheless, during this period, junior high schools, begun as a result of the federal survey's recommendations under MacCaughey, continued to expand until 1930 there were 15, with nearly 10,000 students.

Like the rest of the nation, Hawaii experienced a reduction in occupational opportunity and employment for its senior high school graduates. Governor Lawrence M. Judd appointed an advisory committee to conduct a survey "to suggest policies and recommend changes which it believes will improve the service that the schools are rendering to the Territory and thereby contribute more to the welfare of all the youth of Hawaii" (51).

In its 1931 report, the committee recommended that the Legislature set up a strong lay board of education with full power and authority to administer the Department of Public Instruction. Since the territory's financial resources were at a low ebb, it suggested that the schools be financed on a basis showing the total amount of money involved, but without sacrificing the advantages of the salary schedule as fixed by law. At the same time, it recommended that the program of instruction in the elementary schools be modified and expanded. It also recommended that a director of health education be created in the department.

The committee showed a definite interest in preparing young people for the world of work. For instance, it called for expanding prevocational and vocational training, particularly in agriculture, in the elementary and junior high schools. It would limit to the present figure for 5 years the enrollment in, and expenditure for, full-time academic courses in the senior high schools; but at the same time, it would provide funds for the creation of courses in part-time and continuation schooling for employed youth. The committee called upon the employers of the territory to organize placement bureaus to place the maturing youth of Hawaii in available employments in industry.

In its concern for higher education, the committee concluded that the enrollment of candidates for the bachelor's degree in the University of Hawaii should be limited for 5 years to the present number, and the construction of new buildings should be restricted to a minimum. It further recommended that the Legislature merge the Territorial Normal School into the School of Education of the University of Hawaii and require a bachelor's degree for all elementary school teachers. It then added that the addition of kindergartens to the public school system should be postponed until more urgent educational needs had been satisfied (52).

The survey utilized several committees operating under one general advisory committee, but some educators felt that the committee had been stacked by forces wanting to control and restrict educational authority, seeing an ulterior motive in the recommendation to strengthen the Board of Education, perhaps aimed at Superintendent Crawford. They defeated this change, except for the addition of one person to the board, but many of the recommendations did result in action (53).

One impact of the survey was that textbooks were utilized to better achieve the aims of the curriculum. School libraries were developed to a greater degree than in the past. The recommendation concerning the appointment of a director of health education was implemented. A better atmosphere and attitude between educators and leaders in industry developed. It is obvious now that the recommendation concerning the limiting of high school enrollment was the result of the hysteria of industrial leaders who were frightened at the prospect of seeing all of Hawaii's youth educated. Fortunately, contrary to the committee's recommendations, high schools were established in rural areas.

Oren E. Long, who became superintendent in 1934, enjoyed the longest tenure of any educational leader in Hawaii; he continues to hold this distinction today. President Truman appointed Long Governor of the territory in May 1951, and he won election as U.S. Senator in 1960.

Under Long's guidance, from 1934 to 1946, the schools of Hawaii increased both in number and in quality. The Department of Education, both at the central administrative level and at the local level, was greatly expanded. During Long's 12 years as superintendent, school costs, including capital outlay, increased from $4,905,519 (including $154,664 for capital outlay) to $12,700,930 (including $36,420 for capital outlay).

Long can be credited with leading the school system in Hawaii to a place of excellence it had not achieved before. In his report to the Legislature in 1935, he stated:

> For a period of almost a century, Hawaii has had a public school tradition. The organized educational effort had its origin in the days of the Monarchy, received new emphasis at the time of the Republic and has been a major interest since the beginning of the Territory. It has been based on the concept that enlightenment is basic in government and that progress is possible only with an educated citizenry (54).

Enrollment increased by 3,487 to 83,961 during the 1933-34 school year, the lowest increase in 20 years. But Long pointed out to the Legislature that the ideal of equal opportunity for all children was not being realized; children, at their own expense, had to travel as much as 8 to 10 miles to attend school. True, the curriculum had been enriched, but spoken English remained one of the major problems.

During Long's first years in office, the commissioners authorized the publication of a school code. Additional sites for schools were acquired, new schools were established in rural areas, and additional benefits for teachers were implemented. Thus, by the 1935-36 school year, Long was able to point to the general survey completed under MacCaughey's administration and assert that "every major recommendation of the committee has been carried out. There is general agreeement that the survey was of unusual value to the schools" (55).

In reviewing the educational needs and objectives in 1936, Long requested repeal of the 1933 Emergency Tuition Law, adoption of a single salary schedule, extension of the compulsory school age to the fifteenth or sixteenth birthday, extension of the vocational education program, and extension of the guidance and placement program. He called for the attainment of–

> The public school ideal as defined by the Commissioners in their statement of educational policy: namely that of providing "for every normal child such free

education as well as prepare him to perform his duties as a citizen and to live usefully and wholesomely under the conditions of life in these Islands" (56).

In 1938, Long reported that the total number of children actually in schools was more than ever before–a total of 88,885.

> Only a few years ago schooling above the eighth grade was confined to Honolulu and Hilo and few other communities. There are now thirty-four rural districts where work above the eighth grade is offered. Ten of these are senior high schools. Fourteen others are intermediate schools. Under present plans at least five of these will become high schools within the next two years (57).

Long stated that outlook for education in 1938 was "practical" in that–

> Hawaii is committed to the principle of education that the schools, as far as possible, should fit boys and girls for the professional or vocational careers of their choice. It is especially important that they have an educational background and an understanding of occupational opportunities that will enable them to choose wisely. On the basis of varying interests and abilities, they will elect to spend their lives as teachers, preachers, lawyers, physicians, engineers, plumbers, carpenters, electricians, mill hands, workers of the soil or in other occupations. They should have received in school the educational foundations, ideals of living and specific training required to enable them to achieve success and render a worth while service in the work of their choice.
>
> Much of the basis for attaining this ideal is found in the general program of the school. In a specific way, it is furthered by the work of the Vocational Division which offers classes in homemaking, agriculture and the trades. Obviously, a great majority of youth in this community or any other American community must find their life work in agriculture and the trades rather than in the professions. All school girls are potential housewives and will either do the work in the home or will direct it. Regardless of what the boy or the girl may ultimately do, experiences offered in the vocational courses have sound educational values. . .(58).

The Senate of the 1939 Territorial Legislature created a Holdover Committee of the Legislature to survey the schools, and Long reported in 1940 that the survey was not an investigation of the schools but "a study of the educational problems which the school and the community face together" (59). Assistance was given to the Holdover Committee by a special Committee on Education of the Chamber of Commerce and the Department of Public Instruction. The study was completed in March 1941 and was published as the *Community Survey of Education in Hawaii* (60). Long notes in his annual report of 1941 that–

> Some of the most important immediate results of the survey are:
>
> 1. A wider community interest in the schools and an understanding of their efficiencies and deficiencies, of what they are accomplishing and what they should accomplish.
>
> 2. An increased awareness on the part of teachers and principals of existing problems and a realization that the lay public desires to cooperate in improving the schools.
>
> 3. An excellent analysis of the problems and needs of the schools. Some of the improvements recommended can be realized only through enlarged appropriations. Until economic conditions make these possible, there is a disposition to find those points at which improvements can be made with appropriations and equipment now available and to work for those improvements.
>
> 4. A better basis for evaluating the work of the schools. Judgment must be based on facts, with sympathetic understanding, appreciation and tolerance. The findings of the Survey Committee are above hearsay and opinion. They represent constructive criticism and afford a basis for cooperative effort in preserving all that is good in the present program and in bringing about improvements (61).

Long remained at the helm of education during the difficult years of World War II, and his report of 1941 reflects concerns and problems created by the conflict. It was during 1941 that Hawaii was notified that the Department of Public Instruction could participate in the Adult National Defense Program. Hawaii was granted $81,794 for carrying on a national defense program under Public Law 812. The department cooperated with a Defense Training Advisory Committee of 20 men named by the chairman of the Territorial Board of Vocational Education.

The many challenges presented to education in Hawaii are a recurrent theme in Long's reports of 1942 and 1943. In 1942, Long stated that "the adjustments and readjustments made necessary by conditions in a battle zone of the war have been made in a satisfactory way" (62). The impact of the war on school enrollment was substantial. In June 1942, the enrollment decreased by 10,801 from the 91,121 reported in June 1941.

However, even under war conditions advances were being made.

Long reports that in 1943–

> The opening of twelve kindergarten centers as a regular part of the public school program was authorized by the 1943 Session of the Legislature. The understanding is

> that additional centers will be established each biennium until every community in the Territory is served. This development is viewed as one of the most important in the entire history of public school education in Hawaii. It should have an important bearing on the problem of speech, the formation of proper health habits and the process of social growth (63).

Also in 1943, the Legislature enacted a law (Act 7) which directed the department to establish a division of pupil guidance. A new program known as "Business Education" was planned in cooperation with the U.S. Office of Education. A program administered by the Vocational Division of the U.S. Office of Education, titled "Occupational Information and Guidance," was also planned.

In his last report to the Legislature, Long reviewed the impact of World War II on the Hawaii school system and strongly urged that after victory had been won, those in education become acutely aware of the "new age of transport, of television, and of freezing units. . ." (64).

W. Harold Loper replaced Long as superintendent in 1946. He used as a guide, in general, the recommendations of two surveys conducted during the Long administration: *Community Survey of Education in Hawaii,* previously mentioned as completed in 1941, and *Hawaiian Schools: A Curriculum Survey* 1944-45, completed in 1946 (65). This second study is sometimes referred to as the Draper-Hayden Survey.

In the first biennial report under his signature, Loper claimed considerable progress had been made in reorganizing the school system according to the recommendations of the surveys and reports. For instance, the department's plan had grouped all educational services represented in the personnel of the central office into four divisions, each headed by a deputy superintendent. It had reduced the number of school districts to provide for one district in each county under the direction of a district superintendent and a staff of field assistants. And it had added specialized personnel in each school district and in the central office.

> The recommended reduction in the number of school districts is nearly complete, but only a beginning has been made in the addition of Field Assistants. On the Island of Hawaii, the number of districts has been reduced from three to two; for the County of Maui, we now have one district instead of two; and on Oahu, the single school district plan has been inaugurated. Kauai has always been organized as a single school district (66).

Post-World War II

Loper continued to complete the reorganization measures started under Long's administration. In his 1947 report to the Legislature, he asserted that further reorganization had been carried out to implement the Community Survey and the Draper-Hayden Survey. An assistant superintendent had been appointed to work directly under the superintendent (67).

The matter of spoken English and its influence on the curriculum and organization of the schools remained a major educational problem during Loper's administration. "Pidgin" English was still the common tongue of a great portion of the populace. Marked increases in enrollment and the concomitant need for additional teachers were of great concern. And there was a continuing demand for expansion in the vocational educational program by organized labor, students, parents, and employees.

An important achievement during Loper's administration was the publication in 1946 of *A Handbook for Elementary Teachers in Hawaii.* The *Handbook* comprised three separate volumes and dealt with general directions for elementary school teachers and specific directions for teachers in the areas of social studies, English, and mathematics. The *Handbook* was the product of the tremendous efforts of professional educators of the department and lay advisors. A newly established position called the director of elementary education was charged with directing the production of the *Handbook.*

Loper and his staff continued to lay a well-stated program for curriculum development during the next several years. His biennial report for 1947-48 reflects achievements of the department in areas that were the result of "public demand for new services and of a better understanding of conditions affecting the learning process."

In 1948, a Guidance Service Committee was organized to coordinate the work of pupil guidance and vocational guidance, which operated as two separate divisions. The implementation of this coordination was strongly supported by the work of the chief of the occupational information and guidance services of the U.S. Office of Education.

Because of great public interest in kindergartens in every community, the kindergarten program was greatly expanded in 1948-51. Funds were appropropriated by the Legislature to establish 136 new kindergarten teachers during this period. Vocational education programs also continued to increase, particularly on the neighbor islands.

In 1951, a school building services division was established, which qualified the department to apply for and receive federal aid under Public Laws 815 and 874.

Also under Loper, work was begun with mentally handicapped children in 1952, and efforts were made to combat a growing narcotics menace. The adult education program, which had begun operation in 1946 with an enrollment of 3,000, had increased to 11,228 by 1950. The curriculum expanded considerably in other areas as well to "provide experiences for children and youth that will help them develop into the kinds of young citizens most parents and teachers would like them to be." Loper added: "This important task is not that of the school alone. It is shared

with homes, churches and the communities in which children live and play" (68).

Following Loper's resignation in 1952, Clayton J. Chamberlin accepted the superintendency and faced the same questions and problems that had plagued Loper. A shortage of teachers and of school buildings was of major concern, followed by the need for a curriculum that would meet the student needs for the contemporary world.

Chamberlin had served as deputy superintendent in charge of the special services division. When he assumed the leadership of the department, four deputy superintendents administered the programs under divisions of instruction, special services, vocational education, and administrative affairs. In addition, there was an administrator of schools' personnel, and the assistant superintendent served as the second man under the superintendent. The territory was organized in five administrative districts, each headed by a district superintendent.

Chamberlin directed the Department of Education under a seven-man board, serving as an ex officio member, until the "eve" of statehood. He strongly emphasized in-service training for teachers and principals during his term of office. Increasing enrollments still plagued the department, along with the resulting shortage of classrooms. A Governor's Conference on Education attempted to involve citizens in a discussion of these problems and other needs of education.

By 1957, the department had been expanded both at the central administrative level and at the local level. The administrator of schools' personnel became a deputy superintendent in 1954, and a deputy superintendent of school building services was added 3 years later.

The department contracted for a comprehensive survey of the administrative organization and operation of the Hawaiian public school system in July 1956. Conducted by William R. Odell and Associates of Stanford University, it was the fifth education survey since 1920. Completed in June 1957, the survey gives, perhaps, one of the most succinct statements of Hawaii's education growth. It summarized the past, pointing out that government support of the schools began in 1849, but it was not until 1888 that the public schools were "free." The report continued:

> During the period of 175 years, the Islands have changed even more dramatically than the United States. From a primitive Polynesian society, through a feudalistic monarchy, they have emerged as a modern democracy. From a hand-labor economy to a highly mechanized industrial society, and from a single culture, through a pluralistic society as waves of Chinese, Japanese, Koreans, Portuguese, Scotch and Philippinos have immigrated the Islands, it is today an international culture of an order that seems to anticipate the world of tomorrow (69).

On the eve of statehood, expansion in education continued to be made. In 1958, because of the recurring problem of obtaining qualified teachers for Hawaii's public schools, Superintendent Chamberlin appointed a committee to study teachers' salaries. A program for gifted students was begun on a pilot basis, and a new foundation program for public secondary schools was established that required a minimum of 2 years of math and science. James MacConnell of Stanford University held a workshop on educational specifications, out of which grew the document called *Educational Specifications for Public School Buildings in Hawaii*, published by the department in 1959 (70).

During Chamberlin's tenure, considerable increases in federal funds under Public Laws 815 and 874 continued to be an important factor in the expansion of schools. For example, total federal funds received by the department for the 3-year period 1956-58 are as follows:

Fiscal period ending June 30, 1956	$2,702,931
Fiscal period ending June 30, 1957	4,974,106
Fiscal period ending June 30, 1958	3,252,588

STATEHOOD

Chamberlin resigned in late 1958, to be replaced by Walton M. Gordon the following January, 6 months before Hawaii became a state. Thus, Gordon, the first superintendent of education of the State of Hawaii, was in office during the transition on August 21, 1959.

The new state immediately implemented a new constitution, which had been drawn up in 1950. The constitutional provision for education in Article IX, Section I, states:

> The State shall provide for the establishment, support and control of a statewide system of public schools free from sectarian control, a state university, public libraries and such other educational institutions as may be deemed desirable, including physical facilities therefor. There shall be no segregation in public educational institutions because of race, religion or ancestry; nor shall public funds be appropriated for the support or benefit of any sectarian or private educational institution (71).

Hawaii's legislators began studying the needs of the new state government, and this resulted in the Reorganization Act of 1959—which in turn was implemented by executive orders in 1960 and 1961. At this time, the Department of Public Instruction became the Department of Education, and the superintendent of public instruction became the superintendent of education.

Five superintendents of education have occupied the top position of educational leadership under the Reorganization Act. Gordon continued to occupy the superintendency, and his first annual report issued after June 1959 notes that Hawaii is a state, although the department is still referred to as the Department of Public Instruction.

Gordon reports that *Educational Specifications for Public School Buildings in Hawaii* has been issued and that–

> While most mainland building specifications are designed for a single school in a specific community, those for Hawaii were developed as a guide for architects, school staffs and lay people planning school construction anywhere in the islands.
>
> The Guide points out the importance of planning for facilities in terms of the curriculum and suggests the relationship of classrooms to playgrounds, library, cafeteria, administrative units, etc. (72).

He also indicates that Hawaii had begun to participate in receiving federal aid under the National Defense Education Act. Federal funds for the fiscal year ending June 30, 1959, are reported as $5,452,953, out of a total budget of $40,819,117.

In the first annual report of the department issued by the newly created State Department of Education for the year 1960-61, Gordon states that further reorganization of the department was taking place. The report, issued under the title of "Our Island Schools," notes that experiments were begun in team teaching and that better library services and audiovisual education were instituted. Experiments in educational television were also begun during 1960-61.

It was at this time that several studies for the reorganization and management of the government of Hawaii were completed by the firm of Booz, Allen and Hamilton, Inc. These studies had many implications for the state department. The most significant of the reports and studies was the *Report on Survey of Organization Structure* submitted to the Governor in February 1961. The report made recommendations for implementing the Reorganization Act of 1959 which recast the entire executive branch of the state government of Hawaii into 18 branches of which the Department of Education was one.

The Hawaii State Government Reorganization Act was passed as Act I by the First State Legislature, Second Special Session, in 1959. It was approved in November 1959. Under Section 18 of the act, the Department of Education was to be headed by an executive board, and under policies established by the board the superintendent would administer the functions of the former department of public instruction which were transferred to the new Department of Education. Vocational rehabilitation programs were to be transferred to the Department of Social Services as soon as the transfer could be made without jeopardizing any federal aid, and some other adjustments were made, such as the transfer of the library of Hawaii and certain other libraries to the new Department of Education. (For the text of the law, see Appendix F.)

The constitution required that local school advisory councils be established by law and that the superintendent of public instruction be appointed by the state board and serve as an ex officio voting member. It is interesting to note that the superintendent was also made an ex officio member of the Board of Regents of the University of Hawaii under the constitution. (For text of constitutional provisions, see Appendix E.) Some of the basic functions of the department were to be changed in the next few years, however.

Gordon did not remain to see the reorganization of the department completed. In his annual report for 1961-62, he referred to the great progress that has been made because of reorganization and cited the expansion of the programs for the gifted, foreign languages, school counseling, and the mentally retarded. He noted that great stimulation was given to the foreign language program by the National Defense Education Act passed by Congress in 1959. He emphasized the need for flexible scheduling and evinced strong belief in the importance of educational television. In September 1962, Gordon was succeeded by R. Burl Yarberry.

Yarberry's tenure began what might be called the transition period of the sixties. The educational structure has undergone tremendous change during the past 6 years. This change continued during Lowell Jackson's tenure as interim superintendent, February 1966 to January 1967, and is still ongoing under the direction of Ralph H. Kiyosaki, who became superintendent on June 1, 1967.

The directions in which the department has been going during this 6-year period is, in the minds of many, a sound one. It is difficult to assess the impact of change as it relates to directions since the writer is intimately involved in these directions. For the reader it may suffice to simply summarize the structure of the Department of Education at the present time.

SUMMARY, 1968

At this writing, and in summary, the State Department of Education administers programs of public educational services to the children, youth, and adults of the state and renders statewide library services. The department continues its unique state system-one system concept.

The state is divided into seven school administrative districts. There are four districts on the island of Oahu, and one each on the islands of Hawaii, Kauai, and Maui. The division of library services provides statewide library service in each of the counties through the Oahu Public Library in the City and County of Honolulu, and the Hawaii, Kauai, and Maui county libraries. In addition, there are several divisions or offices within the department: business administration; personnel; research, statistics, and data processing; curriculum, instruction, and guidance; and library services. The vocational rehabilitation division was transferred to the Department of Social Services by Act 274, approved June 1967, and the Board of Regents

assumed the responsibility for vocational education under Act 716, effective May 1968. This act transferred to the University of Hawaii responsibility for the administration of that part of the Manpower Development and Training Act of 1962 formerly administered by the Department of Education. It should be noted that by Act 39, approved April 1964, the Board of Regents also has the responsibility for administering the community college program.

Board of Education

The State Department of Education is headed by an executive Board of Education which formulates policy and exercises control over the public school system through its executive officer, the superintendent of education.

Formerly the members of the Board of Education were appointed by the Governor, by and with the consent of the Senate, from panels submitted by the local school advisory councils. However, at the 1964 elections, an amendment to Section 2, Article IX, of the constitution, providing for an elective rather than appointive Board of Education, was approved by the electorate. Act 50, Session Laws of Hawaii 1966, implemented the amendment and provided for an 11-member board to be elected from school board districts and at large as follows: first school board district (Hawaii County), two members; second school board district (Maui County), one member; third school board district (Honolulu), one member; fourth school board district (Central Oahu), one member; fifth school board district (Leeward Oahu), one member; sixth school board district (Windward Oahu), one member; seventh school board district (Kauai County), one member; and one at-large district (Oahu - City and County of Honolulu), three members. Each member must be a registered voter of the school board district or at-large district from which he seeks election and is prohibited from holding public office under state or county governments. Members of the Board of Education serve for 4 years. Vacancies on the board are filled by the Governor, and the appointee must be of the same political party as the person he succeeds.

The elected Board of Education succeeds to all rights and powers exercised and all duties and obligations incurred by the previously appointed Board of Education.

District School Advisory Councils

With the ratification of the constitutional amendment providing for an elective Board of Education by the electorate in 1964 and the subsequent enactment of Act 50, Session Laws of Hawaii 1966, the elective local school advisory councils were replaced by appointive district school advisory councils. There is a district school advisory council for each school board district, and the size of membership of each council is as follows: first school board district (Hawaii County), seven members; second school board district (Maui County), five members; third school board district (Honolulu), five members; fourth school board district (Central Oahu), five members; fifth school board district (Leeward Oahu), five members; sixth school board district (Windward Oahu), five members; and seventh school board district (Kauai County), five members. The members of the school advisory council are appointed by the Governor and serve for terms commencing upon their appointment and ending upon the expiration of the term of office of the Governor. Not more than a bare majority of the members of each district school advisory council may belong to the same political party or shall be nonpartisan. Each councillor appointed by the Governor must be a registered voter of his school board district. Each member of the Board of Education is an ex officio, nonvoting member of the district school advisory council of his board district, provided that all of the at-large members of Oahu shall be ex officio, nonvoting members of each of the district school advisory councils on Oahu. The district school advisory councils serve in an advisory capacity to the Board of Education and to its board district member or an at-large district member, if any.

Library Advisory Commissions

There is a Library Advisory Commission in each of the four counties. Each commission consists of not less than 7 nor more than 11 members appointed for 4-year terms by the Governor with the advice and consent of the Senate. The commissions sit in an advisory capacity to the Board of Education on matters relating to public library services in their respective county.

The Future

Education in Hawaii faces a brilliant future. There is no government official—Governor, legislator, or citizen—who does not seem to be vitally interested in its progress. This interest currently is manifesting itself in increased appropriations for both operating and capital improvement budgets. In addition, the impact of federal legislation has permitted growth and expansion in many areas of the educational structure. Our people have high hopes that this interest will remain at this level to propel Hawaii at an even faster rate into the twenty-first century. Hawaii is and has been unique in its educational organization. Its simplicity of organization gives it a great advantage—an advantage of moving quickly and expeditiously to see that our children will be the best educated in the world.

FOOTNOTES

1. Lawrence H. Fuchs, *Hawaii Pono: A Social History* (New York: Harcourt, 1961), p. 263.

2. Benjamin O. Wist, *A Century of Public Education in Hawaii* (Honolulu: Hawaii Educational Review, 1940), p. 34.
3. Lorrin A. Thurston, *The Fundamental Law of Hawaii* (Honolulu: The Hawaiian Gazette Co., Ltd., 1904), p. 26.
4. Wist, *op.cit.*, p. 36.
5. *Ibid.*, p. 50.
6. *Ibid.*
7. Thurston, *op. cit.*, pp. 38-42.
8. Wist, *op. cit.*, p. 51.
9. Thurston, *op. cit.*, p. 131.
10. Wist, *op. cit.*,, pp. 52-54.
11. *Ibid.*, p. 51.
12. Minister of Public Instruction (Kingdom), *Report* (1846), pp. 24-25.
13. Hawaii(Kingdom), *Statute Laws of His Majesty Kamehameha III* (1846), I, 204.
14. *Ibid.*
15. *Ibid.*
16. *Ibid.*
17. *Ibid.*, p. 205.
18. Minister of Public Instruction (Kingdom), *Report* (1847), p. 4.
19. *Ibid.*, p. 28.
20. Minister of Public Instruction (Kingdom)., *Report* (1850), pp. 3-4.
21. *Ibid.*, pp. 8-9.
22. *Ibid.*, pp. 19-20.
23. *Ibid.*, pp. 20-22.
24. *Ibid.*, p. 44.
25. Minister of Public Instruction (Kingdom), *Report* (1855), pp. 23-24.
26. Hawaii (Kingdom), *Session Laws* (1855), p. 9.
27. President of the Board of Education (Kingdom), *Report* (1856), p. 28.
28. *Ibid.*, p. 12.
29. Wist, *op. cit.*, pp. 75-76.
30. President of the Board of Education (Kingdom), *Biennial Report to the Legislature of 1864* (1864), p. 5.
31. Wist, *op. cit.*, p. 78.
32. President of the Board of Education (Kingdom), *Biennial Report to the Legislature of the Hawaiian Kingdom* (1890), pp. 1-2.
33. *Ibid.*, p. 3.
34. President of the Board of Education (Republic), *Biennial Report to the President and Members of the Executive and Advisory Councils of the Provisional Government of the Hawaiian Islands* (1894), pp. 1-2.
35. Thurston, *op. cit.*, p. 238.
36. Wist, *op. cit.*, p. 130.
37. President of the Board of Education (Republic), *Report* (1894), pp. 33-34.
38. Minister of Public Instruction (Republic), *Report to the President of the Republic of Hawaii - Biennial Period Ending December 31, 1897* (1898), p. 68.
39. Thurston, *op. cit.*, pp. 279-80.
40. Superintendent of Public Instruction (Territory), *Report of the Superintendent of Public Instruction to the Governor of the Territory of Hawaii from December 31st, 1904 to December 31st, 1906* (1907), p. 1.
41. *Ibid.*, p. 2.
42. Wist, *op. cit.*, p. 151.
43. Superintendent of Public Instruction (Territory), *Report of the Superintendent of Public Instruction to the Governor of the Territory of Hawaii from December 31st, 1910 to December 31st, 1912* (1913), p. 14.
44. *Ibid.*, p. 26.
45. T. H. Gibson and Vaughan MacCaughey, "The Mission of the *Review*," *Hawaii Educational Review*, I, No. 1 (1913), 1.
46. Wist, *op. cit.*, p. 154.
47. *Ibid.*, p. 158.
48. *Ibid.*, p. 156.
49. *Ibid.*,p. 160.
50. Fuchs, *op. cit.*, p. 274.
51. Governor's Advisory Committee on Education, *Survey of Schools and Industry in Hawaii* (Honolulu: The Printshop Co., Ltd., 1931), p. 3.
52. *Ibid.*, p. 51.
53. Wist, *op. cit.*, p. 164.
54. Department of Public Instruction (Territory), *Report, 1933-34*, p. 1.
55. Department of Public Instruction (Territory), *Report, 1935-36*, p. 14.
56. *Ibid.*, p. 49.
57. Department of Public Instruction (Territory), *Annual Report, 1938*, p. 1.
58. *Ibid.*, p. 4.
59. Department of Public Instruction (Territory), *Annual Report, 1940*, p. 5.
60 Complete citation is Committee of Fifteen (Territory), *Community Survey of Education in Hawaii* (Honolulu: The Committee, 1941).

61. Department of Public Instruction (Territory), *Annual Report, 1941,* p. 1.
62. Department of Public Instruction (Territory), *Annual Report, 1942,* p. 4.
63. Department of Public Instruction (Territory), *Annual Report, 1942-43,* p. 9.
64. Department of Public Instruction (Territory), *Biennial Report, 1943-44,* p. 2.
65. Edgar M. Draper and Alice H. Hayden, *Hawaii Schools: A Curriculum Survey, 1944-45* (Washington, D.C.: American Council on Education, 1946).
66. Department of Public Instruction (Territory), *Biennial Report, 1945-46,* p. 1.
67. Department of Public Instruction (Territory), *Annual Report, 1947,* pp. 2-3.
68. Department of Public Instruction (Territory), *Biennial Report, 1949-50,* p. 1.
69. William R. Odell and Associates, *Organization and Administration of the Public Schools, Territory of Hawaii: Social Setting* (Stanford, Calif.: Stanford University, 1957), pp. 8-9.
70. Department of Public Instruction (Territory), *Educational Specifications for Public School Buildings in Hawaii,* Vols. I, II (Honolulu: The Department, 1959).
71. Hawaii, *School Laws* (1966), p. 1.
72. Department of Public Instruction (Territory), *Annual Report, 1958-59,* p. 3.

BIBLIOGRAPHY

Public Documents

Hawaii. *School Laws* (1966).

Hawaii (Kingdom). *Session Laws* (1855).

––*Statute Laws of His Majesty Kamehameha III* (1846).

Books

Draper, Edgar M., and Hayden, Alice H. *Hawaii Schools: A Curriculum Survey, 1944-45.* Washington, D.C.: American Council on Education, 1946.

Fuchs, Lawrence H. *Hawaii Pono: A Social History.* New York: Harcourt, 1961.

Odell, William R., and Associates. *Organization and Administration of the Public Schools, Territory of Hawaii: Social Setting.* Stanford, Calif.: Stanford University, 1957.

Thurston, Lorrin A. *The Fundamental Law of Hawaii.* Honolulu: The Hawaiian Gazette Co., Ltd., 1904.

Wist, Benjamin O. *A Century of Public Education in Hawaii.* Honolulu: Hawaii Educational Review, 1940.

Reports

Committee of Fifteen (Territory). *Community Survey of Education in Hawaii.* Honolulu: The Committee, 1941.

Department of Public Instruction (Territory). *Annual and Biennial Reports.* Honolulu: The Department, 1933-50.

Department of Public Instruction (State). *Annual Report.* Honolulu: The Department 1964-65.

Governor's Advisory Committee on Education. *Survey of Schools and Industry in Hawaii.* Honolulu: The Printshop Co., Ltd., 1931.

Minister of Public Instruction (Republic). *Reports.* Honolulu: Office of the Minister, 1846-97.

President of the Board of Education (Kingdom). *Biennial Reports.* Honolulu: The Board, 1864-94.

Superintendent of Public Instruction (Territory). *Reports.* Honolulu: Department of Public Instruction, 1904-13.

Article and Periodical

Gibson, T. H., and MacCaughey, Vaughan. "The Mission of the *Review.*" *Hawaii Educational Review,* I, No. 1 (1913), 1.

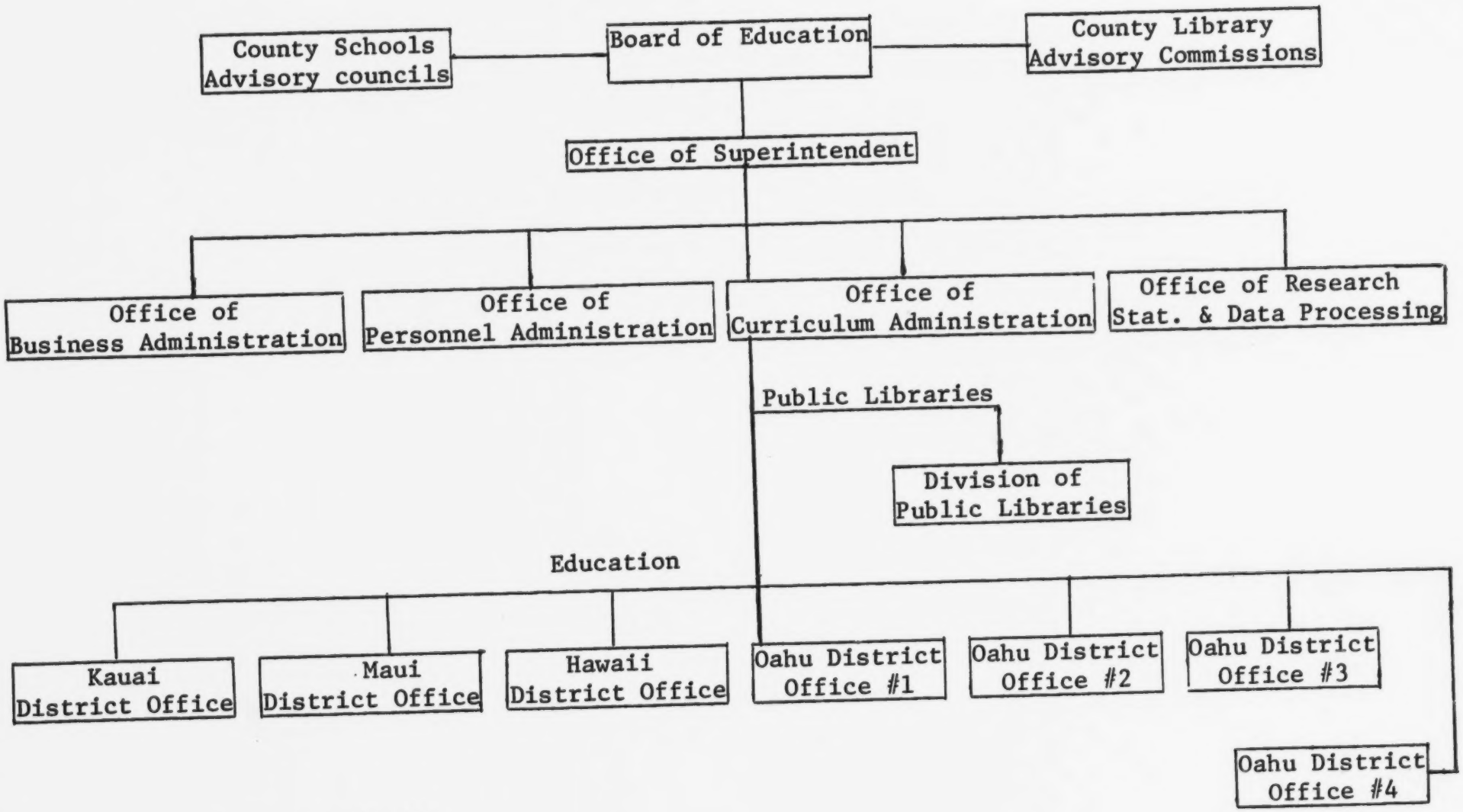
Appendix A

HAWAII CHIEF STATE SCHOOL OFFICERS

1820-41	Missionary Supervision
School Agent and Luna	
1841-45	David Malo
Ministers of Public Instruction	
1845-47	William Richards
1848	Keoni Ana (John Young, Jr.)
1848-55	Richard Armstrong
President, Department of Public Instruction	
1855-60	Richard Armstrong
Inspectors General of Schools	
1860-74	Abraham Fornander
1874-77	H. Radford Hitchcock
1877-86	D. Dwight Baldwin
1886-87	Vacant
1887-96	Alatau T. Atkinson
1896-1900	Henry S. Townsend
Superintendents of Public Instruction	
1900-1905	Alatau T. Atkinson
1905-1906	James C. Davis
1906-10	Winifred H. Babbitt
1910-13	Willis T. Pope
1913-14	T. H. Gibson (acting)
1914-18	Henry W. Kinney
1919-23	Vaughan MacCaughey
1923-25	Willard E. Givens
1925-34	Will C. Crawford
1934-46	Oren E. Long
1946-52	W. Harold Loper
1952-58	Clayton J. Chamberlin
Superintendents of Education	
1959-62	Walton M. Gordon
1962-66	R. Burl Yarberry
1966-67	Lowell D. Jackson
1967	E. E. Hawkins (acting, Feb.–May)
1967-	Ralph H. Kiyosaki

Appendix B

Chart I.--HAWAII DEPARTMENT OF EDUCATION PLAN, 1962



Approved by Governor 1/10/62
First Revision 8/9/63

Appendix C

Table 1. – SUMMARY OF ENROLLMENT AND TOTAL EXPENDITURES (APPROPRIATED) FOR GOVERNMENT, COMMON, AND PUBLIC SCHOOLS (PRIVATE SCHOOLS EXCLUDED), 1846-1967

Date	Enrollment		Total expenditure	Fiscal period
1846	18,793[a]		$ 27,442.75[a]	• • •
1850	15,620		21,989.84	• • •
1855	10,076		18,851.21	• • •
1860	8,771		31,528.21	• • •
1865	7,367		26,732.38	(p. 31, 1866 report)
1870	5,938		31,379.38	• • •
1875	4,799		44,629.38	• • •
1880	5,917[a]		46,872.00	• • •
1885	6,432[a]		33,892.54	• • •
1890	7,343	(10,006)	391,438.73	For biennial period ending March 31, 1890
1895	7,361	(12,616)	324,000.00	For 21-month period ending December 31, 1895
1900	11,501	(15,537)	717,100.00	For biennial period ending December 31, 1900
1906	14,591		342,228.00	For 12 months ending June 30, 1905
1910	20,245	(25,770)	876,440.00	For biennial period 1909-11
1916	32,278	(39,024)	1,568,362.24	For biennial period 1915-16
1920	41,350	(48,923)	2,671,908.00	For biennial period ending December 31, 1920
1926	62,460		4,962,610.00	For calendar year 1926
1930	76,634		5,587,670.00	For calendar year 1930
1936	87,276	(99,447)	5,795,553.00	For calendar year 1936
1940	92,424		7,507,657.00	For calendar year 1940
1945	79,927		10,709,338.00	For fiscal year ending June 30, 1946

NOTE:

Figures have been taken from biennial or annual reports of the department of education for that year. Unless otherwise noted, expenditures include capital outlay where this information was indicated in the report. Figures for years after 1900 are for the year indicated. In some cases, enrollment figures are for December of the preceding year where this has been noted in the annual report.

[a]Includes government common schools and government select schools.

Appendix C

Table 1. – SUMMARY OF ENROLLMENT AND TOTAL EXPENDITURES (APPROPRIATED) FOR GOVERNMENT, COMMON, AND PUBLIC SCHOOLS (PRIVATE SCHOOLS EXCLUDED), 1846-1967 (Continued)

Date	Enrollment	Total expenditure	Fiscal period
1950	89,656	16,583,714.00	For fiscal year ending June 30, 1950
1951	93,903	$ 16,848,257.00	For fiscal year ending June 30, 1951, exclusive of capital outlay
1952	96,837	18,489,816.00	For fiscal year ending June 30, 1952, exclusive of capital outlay
1953	106,464	19,496,720.00	For fiscal year ending June 30, 1953
1954	113,544	22,497,847.00	For fiscal year ending June 30, 1954, inclusive of capital outlay
1955	119,054	28,820,615.00	For fiscal year ending June 30, 1955, inclusive of capital outlay
1956	124,857	28,979,897.00	For fiscal year ending June 30, 1956, inclusive of capital outlay
1957	130,158	35,813,969.00	For fiscal year ending June 30, 1957, inclusive of capital outlay
1958	130,158	36,297,334.00	For fiscal year ending June 30, 1958
1959	134,129	40,819,117.00	For fiscal year ending June 30, 1959
1960	140,331	53,345,220.00	For fiscal year ending June 30, 1960
1961	144,764	56,355,091.00	For fiscal year ending June 30, 1961
1962	149,156	58,790,453.00	For fiscal year ending June 30, 1962
1963	152,748	71,498,484.00	For fiscal year ending June 30, 1963
1964	155,051	76,636,595.00	For fiscal year ending June 30, 1964
1965	158,787	92,181,679.00[b]	For fiscal year ending June 30, 1965
1966	160,617	118,908,403.00	For fiscal year ending June 30, 1966
1967	165,734	141,276,467.00	For fiscal year ending June 30, 1967

NOTE:

Figures have been taken from biennial or annual reports of the department of education for that year. Unless otherwise noted, expenditures include capital outlay where this information was indicated in the report. Figures for years after 1900 are for the year indicated. In some cases, enrollment figures are for December of the preceding year where this has been noted in the annual report.

[b]Includes public libraries for first time.

Appendix D

ORGANIC ACT OF 1846

Section V. No person shall be so licensed to teach without having first exhibited satisfactory evidence of good moral character and qualifications to instruct, particularly in the rudiments of reading, writing, arithmetic and geography; and no person having been so licensed shall be entitled to the benefits of the law relating to the support of schools after having exhibited a want of aptitude to teach or a want of that industry and faithfulness necessary to the successful discharge of his duties, nor after having become of immoral character or habits. Neither shall a license granted in one district qualify nor authorize the holder to teach in another, without new examination, although it may be considered by every other general superintendent as prima facie evidence of the holder's qualifications.

Section VI. The general superintendent of each school district in concert with the sub-agent of any sub-division, shall have full power to erect, alter, modify and repair school houses, also to contract with and employ teachers, and to this end he may require of the tax gatherer and overseers of the labor tax any amount of labor, or in lieu thereof, the commutation therefor in money or in property. When labor is so required by the superintendent of schools, he shall always indicate the place and manner in which it shall be performed. Whenever the labor tax or its avails prove inadequate to the support of any school established by the general superintendent or by any of his sub-agents, it shall then be lawful for the agent or the superintendent who has pledged such support, to draw on the tax gatherer of the district in accordance with instructions from the department of public instruction for the payment of the residue in any government property in his hands, other than the poll tax. Said general superintendent shall also have power to allot land, not otherwise appropriated, to the teachers and to the schools of their respective district sub-divisions. Such land shall not however be allotted to the use of any teacher of youth not duly licensed by the general superintendent of the district in which he designs to teach, as herein provided. Neither shall any land set apart by the general superintendent of the district, in concert with the sub-agents thereof, be considered validly appropriated to that object until the said general superintendent shall have notified the same, in location, quality and quantity to the minister of public instruction, and received from said minister the certificate of the minister of the interior to that effect. All land so set apart shall be registered as school lands in the interior department, and shall be considered as set apart to eleemosynary uses, not given to the teacher or temporary occupant thereof, who only while continuing to hold the teacher's license, and to teach statedly in the district sub-division, shall have the private use, occupancy and usufruct of such land. When for any cause he is dismissed, or voluntarily retires or dies, the land shall pass to his successor in said school, with all the tenements erected thereon, unless erected from his own private means, with the written approbation of the minister of public instruction.

Section VII. The sub-agents of the several districts, as far as practicable, shall on the first day of January in each year report to the general superintendent for their respective districts the number of schools established therein, the number of families residing in their sub-divisions, the number of children between the ages of four and fourteen years, the number of children actually scholars in the schools of their districts, the number of children dependent upon adoption or guardianship, and the number of parents dependent upon filial support.

Section VIII. It shall be the duty of the several general superintendents of districts, annually, on the first day of January in each year, to report in like manner to the minister of public instruction the aggregate of the statistics in the last section required for their respective districts, and the number of teachers by them respectively licensed, also the number of school houses established in the district, how and at what expense supported.

Section IX. The general superintendent of each district shall, under the minister of public instruction, have the nominal ownership and be the trustee of all school property for his district. He shall have power to sue and be sued on account of the same in any court of this kingdom. He, in concert with the local sub-agent, shall, under direction of said minister, indicate the site for all school houses in his district. The sub-agent may, under this direction, superintend the erection thereof, and may make contracts for that purpose. The buildings so erected shall be under his immediate guardianship. He shall preserve them from decay and deterioration, and when requisite in his opinion, shall cause them to be repaired or altered at the expense of the district, giving due notice of all his acts to the minister of public instruction for approval.

Section X. The labor tax imposed by article third of chapter second of the third part of this act shall be specially devoted, so far as need be, to the support of schools established on the foundation of this part and to the maintenance

and support of teachers licensed and teaching in some district pursuant to the provisions thereof: Provided that the several superintendents shall annually account to the minister of the public instruction for the manner in which it has been appropriated by them, and the minister of public instruction shall certify to the king, through the minister of finance, what deficit ought to appear in the tax gatherer's reports for each taxation district.

Section XI. The minister of public instruction from time to time, as the wants of the district may require, shall furnish to the respective superintendents any requisite amount and kind of books and stationery which, in his opinion, may be needed by the district to be paid on audit by special appropriation from the resources of the labor or other taxes set apart for the support of schools: Provided, however, that such books and stationery shall, when practicable, be sold at cost in the districts.

Section XII. The minister of public instruction, in concert with the minister of the interior and with the approbation of His Majesty in privy council, shall have power to set apart for the use of specific schools attached to the respective districts or to the endowment of select schools or seminaries of learning, incorporated as hereinbefore provided, any quantity of the unappropriated land which being rented or otherwise rendered productive, under his instruction by the general superintendent of the district, if set apart for district schools, or of the trustee of the select school or seminary, if set apart to select school purposes, shall be applied to their support in the manner to be by said minister indicated in each case.

Section XIII. The minister of public instruction shall, from time to time, make a tour of the respective islands to inquire into the condition of the public schools, when it shall be his duty to hold public examinations of the pupils attached thereto, and when in his estimation the merits of any pupil will warrant it, he shall have power, by way of special encouragement, to give a certification of honor to such pupil, which may in his discretion, with the after ratification of His Majesty, extend to exemption from future taxes of any particular kind therein to be specified, or to a general teacher's license for the islands. Pupils thus distinguished shall be eligible on arrival at a proper age and retaining their pre-eminent character to employment in the government service, if found by His Majesty otherwise qualified: Provided, however, that in case of immorality, subsequent to the date of said certificate, it shall be considered as no longer of any force or value.

Section XIV. The general superintendent of schools for the district, upon complaint that a designated pupil is refractory or disorderly to the detriment of the school, shall have power to suspend such pupil from the school, and report the same to the minister of public instruction, who may confirm or revoke the order of suspension at his discretion, and such pupil, being over the age of twelve years, shall, while so suspended, be liable to the labor tax and to the other taxes for the support of government, and be liable to impressment into the public service as a vagrant.

SectionXV. It shall be lawful for any licensed teacher in actual employment in any sub-division of any of said districts to administer correctional punishment to the pupils of his school when, in his judgment, necessary, and the teacher so acting shall not be in any way amenable therefor: Provided such correctional punishment shall in no case exceed reasonable flagellation; and provided that in case a pupil shall be immoderately or unreasonably or cruelly beaten by his teacher, or wounded or maimed, the teacher shall be liable in private damages to the parent, adopter or guardian of such pupil, and may, on complaint and satisfactory proof to the general superintendent of the district, be deprived of his license to teach: Provided that such teacher may at any time appeal from the decision of the general superintendent to the minister of public instruction who may affirm or reverse the sentence of suspension.

Appendix E

CONSTITUTION • STATE OF HAWAII

ARTICLE IX

EDUCATION

Public Education

Section 1. The State shall provide for the establishment, support and control of a statewide system of public schools free from sectarian control, a state university, public libraries and such other educational institutions as may be deemed desirable, including physical facilities therefor. There shall be no segregation in public educational institutions because of race, religion or ancestry; nor shall public funds be appropriated for the support or benefit of any sectarian or private educational institution.

Board of Education

Section 2. There shall be a board of education, the members of which shall be nominated and, by and with the advice and consent of the senate, appointed by the governor from panels submitted by local school advisory councils to be established by law. At least part of the membership of the board shall represent geographic subdivisions of the State.

Powers of the Board of Education

Section 3. The board of education shall have power, in accordance with law, to formulate policy, and to exercise control over the public school system through its executive officer, the superintendent of public instruction, who shall be appointed by the board and shall be ex officio a voting member thereof.

University of Hawaii

Section 4. The University of Hawaii is hereby established as the state university and constituted a body corporate. It shall have title to all the real and personal property now or hereafter set aside or conveyed to it, which shall be held in public trust for its purposes, to be administered and disposed of according to law.

Board of Regents; Powers

Section 5. There shall be a board of regents of the University of Hawaii, the members of which shall be nominated and, by and with the advice and consent of the senate, appointed by the governor. At least part of the membership of the board shall represent geographic subdivisions of the State. The president of the university and the superintendent of public instruction shall be ex officio voting members of the board. The board shall have power, in accordance with law, to formulate policy, and to exercise control over the university through its executive officer, the president of the university, who shall be appointed by the board.

Appendix F

HAWAII STATE GOVERNMENT REORGANIZATION ACT OF 1959

ACT I

Section 18. Department of education. The department of education shall be headed by an executive board to be known as the board of education.

Under policies established by the board, the superintendent shall administer programs of education and public instruction throughout the state, including education at the pre-school, primary and secondary school levels, post high school vocational and adult education, library services, vocational rehabilitation (subject to the proviso hereinafter set forth), health education and instruction (not including dental health treatment transferred to the department of health), and such other programs as may be established by law.

The function of vocational rehabilitation shall be transferred to the department of social services as soon as such transfer may be made without jeopardizing any federal aid.

The functions and authority heretofore exercised by the department of public instruction (except dental health treatment transferred to the department of health), library of Hawaii, Hawaii county library and Maui county library as heretofore constituted are hereby transferred to the department of education established by this Act.

The management contract between the board of supervisors of the county of Kauai and the Kauai public library association entered into under the provisions of section 45-13 of the Revised Laws of Hawaii 1955, as amended, shall be terminated at the earliest time after the effective date of this Act permissible under the terms of such contract and the provisions of this paragraph shall constitute notice of such termination, and the functions and authority heretofore exercised by the Kauai county library as heretofore constituted and the Kauai public library association over the public libraries in the county of Kauai shall thereupon be transferred to the department of education established by this Act.

The management contracts between the trustees of the library of Hawaii and the friends of the library of Hawaii entered into under the provisions of section 45-1 of the Revised Laws of Hawaii 1955, as amended, and between the library of Hawaii and the Hilo library and reading room association entered into under the provisions of section 45-11 of the Revised Laws of Hawaii 1955, as amended, shall be terminated at the earliest time after the effective date of this Act permissible under the terms of such contracts, and the provisions of this paragraph shall constitute notice of such termination.

Upon the termination of such contracts, the state or the counties shall not enter into any library management contracts with any private association; provided, that in providing library services the board of education may enter into contracts approved by the governor for the use of lands, buildings, equipment and facilities owned by any private association.

There shall be within the department of education a commission in each county to be known as the library advisory commission for such county which shall in each case sit in an advisory capacity to the board of education on matters relating to public library services in the respective county. Each commission shall consist of not less than seven and no more than eleven members .